



DISASTER RECOVERY TOOLKIT

MODULE 2 GENERAL DISASTER RECOVERY

JUNE 2008

FOR STATE COMMUNITY DEVELOPMENT AGENCIES





Council of State Community Development Agencies
1825 K Street NW
Suite 515
Washington, DC 20006

Tel: (202) 293-5820
Fax: (202) 293-2820

<http://www.coscda.org>

TABLE OF CONTENTS

MODULE 2: GENERAL DISASTER RECOVERY	1
HOW TO USE THIS MODULE	1
A. DISASTER RECOVERY	2
WHAT IS A DISASTER?	2
EMERGENCY OR DISASTER – WHY DOES IT MATTER WHAT IT IS CALLED?	3
STATE DECLARATION	3
FEDERAL DECLARATION	4
B. PHASE OF A DISASTER	5
PREPAREDNESS	5
RESPONSE	5
RECOVERY	6
MITIGATION	7
C. THE DISASTER CYCLE	8
ROLES AND ACTIVITIES WITHIN THE DISASTER CYCLE	8
D. RESPONSE AND RECOVERY CONTINUUM	10
RESPONSE – IMMEDIATE ACTIONS FOLLOWING A DISASTER	10
RECOVERY – SHORT- AND LONG-TERM ASSISTANCE	10
E. THE ROLE OF COMMUNITY DEVELOPMENT AGENCIES FOLLOWING A DISASTER	12
CAPACITY	12
READINESS	12
RESOURCES	12

(This Page is Intentionally Blank)



MODULE 2: GENERAL DISASTER RECOVERY

HOW TO USE THIS MODULE

The Toolkit is comprised of five separate Modules. The Modules are sequentially numbered for ease of identification. However, the Toolkit is NOT a linear document. Each Module is designed to stand-alone and allows target users to simply pull out the module that is appropriate to their mission.

While State Community Development Agencies are the primary audience for this Toolkit, the Governor's office, other State agencies, and local governments can also benefit from the information and guidelines contained in this Module and the Toolkit.

The audience for this Module may vary from State to State and will vary depending on how the recovery effort is organized in each State.

MODULE 2 General Disaster Recovery	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Governor's office <p>Other Audience</p> <ul style="list-style-type: none"> • Other State Agencies • Local Government
OBJECTIVE	<ul style="list-style-type: none"> ✓ Assist State CD Agencies in selecting and preparing for the role they may – or be entrusted upon to – play in bringing about long-term recovery in their state and their local communities after a disaster event
TOOLS	<ul style="list-style-type: none"> ▪ A “self-assessment” tool for State CD Agencies to evaluate what role they may have in leading long-term recovery efforts for their states. The self-assessment also allows a State CD Agencies to assess what capacity and capability (i.e., organizational, staff, financial or technical) is necessary to successfully undertake the mission.
Module 2 - Subsection Contents & Focus	
A. DISASTER RECOVERY	This section provides an introduction to Disasters; what they are and how they are classified. In addition, this section discusses the State and Federal Disaster Declaration process.
B. PHASES OF A DISASTER	This section discusses the four general phases of a disaster and provides an overview of the various activities, which take place in each phase of a disaster, and how one element leads into and impacts the next.
C. THE DISASTER CYCLE	Disasters are not linear. The Disaster Cycle discusses the non-linear, continuous process through all four phases of a disaster. This section also provides the general roles and activities within the disaster cycle.
D. RESPONSE AND RECOVERY CONTINUUM	The continuum is a generalized timeline and sequence of events for response and recovery activities. The section covers the general steps involved in the response and recovery process, but does not make a determination as to who will be responsible for these steps.
E. THE ROLE OF STATE COMMUNITY DEVELOPMENT AGENCIES FOLLOWING A DISASTER	Following a disaster there are many questions, issues and needs that arise. This section outlines the basic role of a State CD Agency and identifies key questions the State CD agency should consider when determining role and structure for the community recovery.

A. DISASTER RECOVERY

A disaster can change everything. In an instant, possessions and personal belongings are scattered; daily routines become a distant memory, lives and communities seem to be altered forever. There is very little that may be done to fully prepare for the changes resulting from a disaster. However, there are several steps and actions that allow individuals, organizations and communities to better prepare for emergencies, and regroup after a disaster to put things back together.

Module 2 focuses on the various *phases in a disaster* and the resulting actions that take place. This module also provides an overview of the basic *elements of disaster recovery* - from immediate response activities to short-term recovery actions and long-term recovery efforts. **Module 2** describes how *each element of the process connects with and impacts the next element*. Finally, this module presents an understanding of the **entities involved in the disaster recovery process**, the connections and interactions, and the importance of such connections.

Several variables make disaster recovery a complex, multi-layered, and unique process for each disaster. First, the type and scale of a disaster is a significant variable. Impacts from a hurricane will be different than those from extreme flooding, an earthquake or an extensive wildfire. In addition, the magnitude of impacts varies with each incident and within each impacted community. Community size is another key variable in recovery – from rural towns of several hundred people to small cities to large metropolitan areas, communities vary in terms of their capacity to respond to emergencies or disasters. Some communities are vibrant, growing and well organized, while other communities are declining or have limited resources; therefore, the disaster recovery process will be different for each situation.

Most of the information in this module is intended for use **prior to a disaster** to help States determine the process and procedures they will follow when responding to disasters. This tool also serves as a quick reference guide in a post-disaster setting. Highlighted throughout the module are notes, sidebars, and checklists to identify some quick actions to assist communities in their recovery efforts.

WHAT IS A DISASTER?

Disasters come in all sizes and scales. Disasters include both natural and man-made hazards, such as tornados, earthquakes, floods, ice storms, hurricanes mudslides, wildfires, terrorist attacks and so forth. Each type of disaster brings different hazards and impacts, including property damage, utility interruptions, infrastructure damage, air, ground or water contamination, vegetative loss, and large amounts of debris.

Another variable in the disaster equation is the community. The size, scale and geographic setting of a community are as varied as the disaster itself. Metropolitan cities, small coastal villages, rural agricultural towns, and mountain communities – each is unique. These variables contribute to the uniqueness of each disaster.

Regardless of the impacted community, emergency response and recovery efforts are related to and shaped by the:

- Type and scale of disaster
- Size, scale and geographic setting of the stricken community.

While it may be straightforward to understand different types of hazards or what constitutes a disaster, there is not the same clarity regarding the types of assistance, available resources and the roles of government agencies responding to the disaster.

In order to provide assistance, it is important to understand the differences in the way various levels of government view disasters. In addition, what may be a disaster to one community may only be an emergency to another. What it really comes down to is how much the event impacts the community and the ability of each level of government – local, State, and Federal - to respond to the need created by the disaster.

WHAT IS A DISASTER?

A disaster is the impact of natural or man-made hazards that negatively affects people, communities, and our natural or built environment.

- Emergency – limited in scope and impacts; primarily involves Local Government with support from neighboring communities and State support, as needed;
- Disaster – impacts are clearly more than Local Government can handle alone; State provides resources and coordination among state agencies
- Major Disaster – severe or catastrophic impacts; local and State resources are overwhelmed; damage assessments identify need for federal assistance and resources toward long-term recovery.

EMERGENCY OR DISASTER – WHY DOES IT MATTER WHAT IT IS CALLED?

Assessing a disaster is like unfolding a fan. As each part of the fan unfolds the amount of assistance available to a community may also increase.

Local governments are the first to respond to an emergency situation. Neighboring communities and volunteer agencies can provide support and assistance through Mutual Aid (a formal agreement to provide assistance across jurisdictional boundaries or agencies when required). Due to the type or extent of the incident, local communities may find that they do not have the capability and/or resources to respond to the disaster.

If a Local government becomes overwhelmed with the situation or the impacts are severe enough, it is appropriate to request assistance from the State government. The State may provide resources to assist in the emergency response activities, including performing an assessment of the disaster. If the impacts caused by the disaster are of severe magnitude, the State may determine that their resources are severely strained by the disaster and that Federal assistance is needed.

		RECOVERY SUPPORT MECHANISMS	COORDINATION AND PLANNING
DISASTER IMPACTS	EXTREME	FEMA ESF #14 LONG-TERM COMMUNITY RECOVERY (LTCR) PROGRAM	<ul style="list-style-type: none"> • Complex, Long-Duration (months and years) • Federal Coordination, Planning and Technical Assistance
	SEVERE	STATE LONG-TERM RECOVERY PROGRAM	<ul style="list-style-type: none"> • Moderate, Medium-Duration (months) • Local, State Coordination and Planning; Federal Support as Needed
	MINIMAL	NORMAL LOCAL, STATE, FEDERAL, AND/OR NGO RECOVERY PROGRAMS	<ul style="list-style-type: none"> • Local, State Coordination and Planning

In other words, the more levels of government that declare an incident a “disaster,” the more resources and assistance may become available to the affected area. Thus a disaster can go from an incident handled at the local level all the way to the President declaring an event a “federal” disaster.

STATE DECLARATION

Each State has its own method for assisting communities in a disaster. Typically, a State’s Emergency Management Agency establishes an emergency response plan that describes the policies, practices, activities and roles necessary to respond to any disaster. It is recommended that each State Community Development Agency be familiar with the particular State’s emergency management plan and approach and types of assistance.

State governments may provide resources to assist in the emergency response efforts. States may also perform assessments of disaster damages and determine the losses and needs. In the past, some States have provided the following assistance in helping cities, counties, towns and parishes when the local efforts are not sufficient:

- Clearing and removing debris
- Supplementing local law enforcement
- Providing loans or grants
- Providing technical assistance

When the State determines they are unable to provide all the resources that a community may need to recover, the Governor can request a Federal Disaster Declaration through a regional office of the Federal Emergency Management Agency (FEMA). State and Federal officials conduct a preliminary damage assessment (PDA) to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor’s request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and local governments and that Federal assistance is necessary.

FEDERAL DECLARATION

Based on the Governor's request, a recommendation from FEMA is sent to the President for consideration of Federal assistance. The President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort. If there is sufficient damage, the President also may declare the area a disaster prior to the preliminary the property disaster assessment.

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 100-707, signed into law November 23, 1988) is the current statutory authority for most Federal disaster response activities, especially as they pertain to FEMA and FEMA programs. The Stafford Act is the guiding principle behind disaster response and FEMA programming.

For additional information about the Stafford Act refer to the [Reference Library](#).

When a disaster warrants the deployment of Federal resources, there are several federal agencies that may provide technical assistance or resources. These agencies are structured around Emergency Support Functions (ESF) to allow proper communication and coordination of resources and programs.

Once declared as a Federal disaster, a variety of disaster assistance programs are made available to communities. Disaster assistance is money or direct assistance that helps communities quickly respond to and recover from major disasters or emergencies. It is also meant to help individuals, families and businesses with critical expenses that cannot be covered in other ways. Some housing assistance funds for lower income residents are available through FEMA, but most disaster assistance for housing that comes from the Federal government is in the form of loans administered by the Small Business Administration (SBA) and funds provided through the Department of Housing and Urban Development's (HUD) Community Development Block Grant program.

Not all Federal programs or resources are activated for every disaster. The determination of which programs are activated is based on the needs identified during preliminary damage assessments and any subsequent information that may be discovered. Disaster assistance programs are available from FEMA, SBA, HUD and a variety of other public and private sector agencies, including not-for-profit organizations. Some examples of disaster programs include:

- Disaster Loans (SBA)
- Public Assistance (FEMA)
- Individual Assistance (FEMA)
- Mitigation / Hazard Mitigation (FEMA)
- Long-Term Community Recovery (FEMA)
- Emergency clothing, food, shelter or medical assistance (Red Cross, Salvation Army, etc.)

EMERGENCY SUPPORT FUNCTIONS

When a disaster warrants the deployment of Federal resources, there are several agencies that may provide technical assistance or resources. Emergency Support Functions (ESF), provide the structure for coordinating Federal agency support in cases of Federal response. These ESFs are mechanisms for grouping functions most frequently used to provide Federal support to States.

- ESF #1 – Transportation
- ESF #2 – Communications
- ESF #3 – Public Works and Engineering
- ESF #4 – Firefighting
- ESF #5 – Emergency Management
- ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #7 – Logistics Management and Resource Support
- ESF #8 – Public Health and Medical Services
- ESF #9 – Search and Rescue
- ESF #10 – Oil and Hazardous Materials Response
- ESF #11 – Agriculture and Natural Resources
- ESF #12 – Energy
- ESF #13 – Public Safety and Security
- ESF #14 – Long-Term Community Recovery
- ESF #15 – External Affairs

- Tax Assistance (IRS)
- Housing and Community redevelopment (HUD)

Some disaster declarations will provide only FEMA Individual Assistance (IA) or only FEMA Public Assistance (PA), depending on the type and severity of damage and the sectors impacted by the disaster (e.g. housing, economy/business, infrastructure).

Hazard mitigation needs are also assessed in most situations. For more information on the Federal disaster declaration process and disaster assistance programs, refer to the following links on FEMA's website:

<http://www.fema.gov/hazard/dproc.shtm>

<http://www.fema.gov/assistance/index.shtm>

B. PHASES OF A DISASTER

This section covers some of the basic information needed to prepare for disasters or during the early stages of recovery after a disaster occurs.

There are generally four phases of a disaster are generally defined by emergency management professionals in the field of disaster recovery as:

- **Preparedness**
- **Response**
- **Recovery**
- **Mitigation**

To provide a clear understanding these phases, the following section provides current definitions of the terms used throughout a disaster and its phases.

PREPAREDNESS

Preparedness is the responsibility of every level of government, every community and every individual to manage risk and reduce impacts posed by disaster events. Communities can reduce impacts from a disaster through preparedness and participating in response and recovery training activities, including:

- **Policy Development** - involves the ongoing development of a management structure for operations and preparedness
- **Planning** – provides a methodical way to think through the life cycle of a potential crisis. Good planning provides the process and framework to shorten the time required to assess an incident and provide an effective exchange of information to respond. Planning helps communities organize and allocate resources to support processes, procedures, and a strategic recovery plan.
- **Education / Training** – involves the delivery of training and exercises and performance evaluations to identify lessons learned and share best practices.
- **Assessment** - involves the evaluation of policies, activities, and training to ensure the effectiveness of a preparedness program. Assessment also involves a continuous review to ensure the levels of capability and compliance satisfy the established policies.

RESPONSE

Disaster response establishes a plan of action for officials and agencies to respond to a situation in an organized and informed manner. This response involves the deployment, oversight and coordination of local, State or Federal resources immediately after a disaster to assist with recovery.

POTENTIAL AGENCY AND ORGANIZATIONAL SUPPORT

County government Agencies

Metropolitan Planning Organizations

Regional Planning Commissions

State Offices and Agencies

- Agriculture
- Community Development
- Economic Development
- Emergency Management / Hazard Mitigation
- Environment
- Governor's Office
- Health
- Historic Preservation
- Housing
- Natural Resources
- Transportation

Federal Agencies

- EPA
- EDA
- HUD
- DOT
- FEMA
- NOAA-OCRM
- USDA-Rural Development

Adjacent Communities / Counties

Professional Organizations

- AIA
- APA
- ASCE
- ASLA
- ICMA
- Municipal League of Cities
- NACO
- ULI

Educational Institutions

Private Sector and Non-Profits

The initial response to a disaster is the responsibility of the local government's emergency services, which may include help from nearby municipalities, the State and volunteer agencies. Local officials may work through their local emergency management agency to organize the response efforts. As the level of disaster warrants, local officials may coordinate with the State Emergency Management Agency to assemble additional State assistance, such as National Guard or State Trooper Patrol resources, and to keep the Governor's office informed. This coordination will involve utilization of an emergency response plan that describes the policy, practices, activities and roles necessary to respond to any disaster. As part of the emergency response, a local command structure and emergency operations center may be established. A consistent management framework is important to effectively and efficiently manage all types of disasters across the country.

The U.S. Department of Homeland Security developed a comprehensive national approach to incident management known as the National Incident Management System (NIMS). NIMS will enable responders at all jurisdictional levels and across all disciplines to work together more effectively and efficiently.

Refer to the [Reference Library](#) for additional information about NIMS.

One of the most important 'best practices' that has been incorporated into the NIMS is the Incident Command System (ICS) - a standard, on-scene, all-hazards incident management system. Firefighters, hazardous materials teams, rescuers, and emergency medical teams already use the ICS. The ICS provides a common organizational structure for the immediate response to emergencies in an effective and efficient manner and involves the coordination of personnel and equipment on-site at an incident.

One of the key aspects of ICS is that it requires the people involved to step out of their traditional roles. Instead of assuming their role based upon a designation of status (or power), members of the ICS remove the "hat" that they normally wear. For example, the Mayor of a community may in fact take orders from the fire chief in his/her role as incident commander.

RECOVERY

Disaster recovery typically occurs in phases, with initial efforts (short-term) dedicated to help individuals and communities meet immediate needs for housing, food and water. Government agencies, voluntary organizations, and the private sector cooperate to provide assistance in the repair of homes and businesses and to support the cleanup and rebuilding efforts.

At the Federal level, FEMA provides Individual Assistance (IA) programs to assist many individuals in their personal recovery (e.g. temporary housing) while Public Assistance (PA) programs assist communities with damage sustained to public facilities and infrastructure (e.g. schools, utilities, streets, etc.).

For additional information on the IA and PA programs, refer to the Fact Sheets contained in the [Reference Library](#).

After the September 11, 2001 attacks on New York and Washington D. C., federal disaster assistance efforts began to emphasize the long-term recovery of a community in addition to the more traditional emergency response and short-term recovery actions usually undertaken by FEMA.

In situations with severe or widespread impact, additional Federal resources (e.g. CDBG funding) may be provided to assist with long-term needs of the community. Some individuals, families and communities that are especially hard hit by a disaster may need more time, specialized assistance, or a more formalized structure to support them. This specialized assistance may be needed to address unique needs that are not satisfied by routine disaster assistance programs. It may also be required for very complex restoration or rebuilding challenges.

In December 2004, the Federal Government established Emergency Support Function #14 (ESF#14), which provides a procedure for federal agencies, with FEMA usually serving as the lead agency, to cooperate in long term community recovery efforts. The ESF#14 Long-Term Community Recovery (ESF#14 LTRC), addresses the ongoing community needs by taking a holistic, long-term view of critical recovery needs, and coordinating the mobilization of resources at the Federal, State, and community levels.

Past ESF#14 LTRC efforts have provided targeted technical assistance in the form of design workshops or resource coordination. Other assistance has been provided through a community recovery planning

process or preparation of a Recovery Plan that identifies projects, programs and priorities necessary for community recovery. In some limited instances following severe impacts, technical assistance has been provided to support the implementation of recovery projects and programs. Regardless of whether Federal involvement occurs, the process and tools utilized with ESF#14 LTCR are can be adapted by both State and local agencies, including State Community Development Agencies, to assist communities in the recovery process. FEMA also provide several guides over the past few years aimed at providing a more consistent approach to LTCR, including a [Long-Term Recovery Assessment Tool](#) and the [Long-Term Community Recovery Planning Process: A Self-Help Guide](#), a guide for local communities.

MITIGATION

Mitigation activities are the activities designed to reduce exposure to or potential loss from emergencies and disasters. Mitigation measures may be implemented before, during or after a disaster and are often a result of lessons learned from prior disaster events. States and communities should use hazard mitigation planning to set short and long-range mitigation goals. Mitigation is a collaborative process where hazards are identified, vulnerability is assessed and consensus is reached on how to minimize or eliminate the effects of all hazards.

The Federal Emergency Management Agency offers several programs to State and local Governments to manage risk and reduce impacts of disasters, including:

- Hazard Mitigation Grant (HMGP) Program, Section 404 (post-disaster)
- Hazard Mitigation Program - PA, Section 406 (post-disaster public facility or infrastructure projects)
- Pre-Disaster Mitigation Grant (PDM) Program, Section 203 (pre-disaster)
- Flood Mitigation Assistance (FMA) Program

Federal law requires that States and communities must have a FEMA-approved mitigation plan in place prior to receipt of HMGP project funds. A mitigation plan must identify hazards, assess community needs, and describe a community-wide strategy for reducing risks associated with natural disasters.

NOTE: The terms used to describe the phases of a disaster – Preparedness, Response, Recovery, Mitigation - that will be used repeatedly in a disaster setting and should be incorporated into an emergency response program and State CD Agency policy and procedures.

SECTION 404 HAZARD MITIGATION (HMGP)

Authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the Hazard Mitigation Grant Program (HMGP) administered by the Federal Emergency Management Agency (FEMA) provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the program is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during immediate recovery from a disaster. Applicants who have questions regarding the HMGP should contact the State Hazard Mitigation Officer.

SECTION 406 HAZARD MITIGATION

Implemented through the Public Assistance (PA) Program, Hazard Mitigation Section 406, is a FEMA funding source for cost-effective measures that would reduce or eliminate the threat of future damage to a public facility / structure damaged during the disaster. The measures must apply only to the damaged elements of a facility / structure rather than to other, undamaged parts of the facility / structures or to the entire system. Section 406 mitigation measures are considered part of the total eligible cost of repair, restoration, reconstruction, or replacement. They are limited to measures of permanent work.

It is important to note that Section 406 hazard mitigation measures consist of work that is above and beyond the work required to return a damaged facility / structure to its pre-disaster design. Upgrades that would be required to meet current codes and standards, however, are not considered hazard mitigation measures for purposes of the PA Program and have different eligibility criteria. The projects should be considered eligible, technically feasible, environmentally and historically compliant, and cost effective.



C. THE DISASTER CYCLE

The disaster phases described in the preceding section do not occur in isolation. They are integral to one another, often overlapping and varying in duration depending on the severity or complexity of the disaster.

Disaster phases also do not occur in a linear fashion, but rather in a continuous cycle. The disaster “cycle” is a cyclical process that involves the primary phases of a disaster - Preparedness, Recovery, Response – while Mitigation is woven throughout all phases.

The disaster cycle illustrates a continuous process where governments, communities and individuals prepare for the impacts of a disaster, respond immediately after a disaster, and take measures to recover from the impacts of a disaster.

This disaster cycle is in a state of constant change and refinement based upon the disaster situation, as well as new policies, previous experience, new technologies, and lessons learned from previous situations.

State CD Agencies can support communities and other State Agencies throughout the disaster cycle. Proactive measures will improve community *Preparedness*, increase the efficiency of *Response*, reinforce *Recovery* measures, and *Mitigate* the vulnerability of communities for the next disaster. Local and State Government preparation and application of mitigation measures in advance of a disaster event will reduce workload once a disaster occurs, ensure a smoother response effort, and shorten the recovery time.



ROLES AND ACTIVITIES WITHIN THE DISASTER CYCLE

As noted previously, the size and scale of a disaster will impact which organizations or levels of government will be involved as well as the extent of their involvement. Ultimately the local community is responsible for recovery; however, State and Federal agencies, Private Non-Profits, and the Private Sector may be able to offer assistance and provide resources.

WHAT AM I DOING HERE?

As a staff member of State CD Agency, when you arrive at a disaster, it's natural to feel overwhelmed.

The disaster will be a chaotic setting, where you may feel lost while other responders and agencies seem to understand what is occurring and what role they are playing in the response and recovery efforts.

Do not panic.

First, determine how the State CD Agency fits into the system and process. Then be sure to provide awareness to others of resources and skills that your agency brings to the table. And finally, recognize that in a matter of days - once you have reviewed the circumstances and assessed the situation, you will evolve from a “newcomer” to an expert in the

During the Response and Recovery phases, there will be an agency responsible for coordination. For Response, it will likely be the local or State Emergency Management Agency, depending on the scale of impacts. At times, the point of coordination for Recovery may fall to a Federal or State agency. In some instances of a State-led effort, the coordination role may fall upon a State CD Agency.

Regardless of the role, all of these entities can help in the various phases of recovery.

What makes the disaster phases and elements complex is that different agencies and organizations' roles increase and decrease depending on the impacts of the disaster, the needs of the community, and the capability of the participants themselves. Regardless of the role and responsibility, each agency must cut through the chaos and find the point of coordination. This is why in a disaster **cooperation, coordination and communication** among all levels of government are critical to successful response and recovery.

Cooperative partnerships will be the key to successfully implementing community recovery.

The following chart below provides examples of some of the ways various organizations and levels of government participate in the phases of disaster recovery.

ROLES AND ACTIVITIES WITHIN THE DISASTER CYCLE				
	PREPAREDNESS	RESPONSE	RECOVERY	MITIGATION
NON-PROFITS; CIVIC ORGANIZATIONS; PROFESSIONAL ASSOCIATIONS	Volunteer Training	Coordinate Donations; Assist with Immediate Needs; Technical Assistance	Technical Assistance; LTCR Resource; Recovery Plan Stakeholder	Resources
PRIVATE SECTOR	Volunteer Training	Volunteers; Donations; Supplies	Technical Assistance; LTCR Resource; Recovery Plan Stakeholder; Resources	Resources
LOCAL GOVERNMENT	Emergency Management Plan; Training; Education; Develop Volunteers	Communication; Coordination; Mutual Aid	Develop Plan for Recovery; Stakeholder	Coordination
STATE	Emergency Management Plan; Pre-Disaster Programming	Coordination; Debris Removal; Security	LTCR Resource; Technical Assistance	Resources; Coordination; Technical Assistance
STATE CD AGENCY	Pre-Disaster Programming	PDA's; Communication	LTCR Resource; Technical Assistance; Project Development	Project Development; Coordination
FEDERAL	Training; Pre-Disaster Programming	PDA's; Coordination; Communication	Coordination Communication; Technical Assistance; Project Development; LTCR Resource	Resources; Technical Assistance

D. RESPONSE AND RECOVERY CONTINUUM

This section provides a generalized timeline of the sequence of events to move a community toward recovery. This Response and Recovery Continuum is intended to provide the steps involved in the recovery process, but does not make a determination as to who will be responsible for these steps. The two boxes below provide the generalized steps involved with long-term community recovery. The timeline for these general steps and actions will vary by disaster and how State and Federal resources are applied to an incident.

RESPONSE – IMMEDIATE ACTIONS FOLLOWING A DISASTER

Based on the understanding of the four phases of disasters, lets take a closer look at the general activities following an actual disaster.

The first step is to determine the impacts of the disaster at various levels - individual, local, and regional. After understanding the general impacts, preliminary damage assessments (PDA) are performed to determine the underlying impacts within a community. A variety of local, State and Federal officials perform these PDAs, typically within a few days following the incident. Though involvement at this stage is unlikely, in some instances, a State CD Agency may be requested to participate directly or indirectly in the damage assessments. During non-disaster periods, State CD Agencies should work with State Emergency Management staff to become familiar with the process and procedures.

Once completed, these assessments provide a basis for State and Federal assistance to support community needs. The determination of levels of assistance will ensure adequate resources are allocated to facilitate a community returning to a “new normal.”

RECOVERY: SHORT- AND LONG-TERM ASSISTANCE

The natural reaction after a disaster is to begin to pick up the pieces and put everything back together, just as it was. But is this the best option for the community?

Short-term recovery actions address the immediate needs of individuals and the community. These short-term recovery actions may include removing debris, restoring temporary services, repairing infrastructure, providing temporary housing, and ensuring adequate security throughout the community. Beyond these short-term actions, there are also other long-term considerations that a community must consider.

The steps in long-term recovery begin with determining “community need” - those elements that will allow a community to fully recover. These “needs” also shape the types and levels of assistance provided to a community. Community “needs” may be based upon pre-disaster plans or areas previously identified for improvement. They also may be a result of opportunities presented following the disaster. In some cases, a State CD Agency may be able to assist communities in identifying the opportunities and resources that may be used to make changes in the community as a result of the recovery efforts.

RESPONSE STEPS

Initial Impact

- Determine what happened
- Determine what sectors were affected
- Understand the initial overview of the disaster

Damage Assessment

- Determine what was damaged
- Preliminary Damage Assessments

Assessment Findings

- Results of Assessments
- Determination of Assistance

RECOVERY STEPS

Identify Needs

- Determine how community will return to a “New Normal”
- Identify successful aspects/elements prior to the Disaster
- Identify existing Plans and/or Vision
- Identify areas for improvement

Resource Inventory

- Determine local capacity
 - Functional
 - Operational

Recovery Strategy

- Connect “Needs” with Strategy
- Community Vision – where do they want to go?

After identifying community need, the next step is to determine local capacity. Determining the local resources and capability will ensure sustained success, long after all the regional, State and Federal resources have departed. Planning capacity, organization leadership and management are key indicators of local capacity. Once the needs and capacity are identified, a recovery strategy can be prepared. A recovery “strategy” will identify the direction, timeline, activities and priorities of the long-term recovery process.

As stated earlier, in cases of severe or widespread devastation, FEMA has the authority to deploy resources for long-term community recovery (LCTR) under ESF#14. LCTR brings together agencies to coordinate and leverage available resources to support community needs. Regardless of participation at the Federal level, communities and supporting State agencies can utilize the concept of the long-term community recovery process to assist communities. For more information go to <http://www.fema.gov/pdf/rebuild/ltrc/selfhelp.pdf>.

STRATEGIC INVESTMENT

Communities are developed over long periods of time based upon incremental decisions. Our cities and towns are literally a patchwork of parts stitched together by public infrastructure and services. While citizens may look at their community and consider that it is the ideal place to live, each community does have pieces or parts that don't function as well as others.

When a disaster strikes – this “patchwork” is torn apart. It may be that a neighborhood or portion of the community is damaged. In some instances in may be that an entire section of the community has been devastated.

In the short-term, local, state and federal resources provide assistance to the immediate impacts of the disaster. The challenge to a community extends beyond the short-term response. The tragedy that occurred also creates opportunities.

A strategic investment of resources by local, state and federal agencies and organizations may allow a community to benefit from the opportunities to improve upon what existed before the disaster. Long-Term Community Recovery focuses on the broader picture and leverages resources to support a community vision to build back better, safer, and stronger.

LTCR EXAMPLE

Following the 1993 floods in Missouri, many nonprofit and faith-based organizations were eager to help communities rebuild from the impacts of the disaster. Many organizations came together in an effort to rebuild churches destroyed by the flooding. The investment of time, talent and financial assistance in this endeavor was negated in part, since the State planned to implement a Flood Zone buy-out program to relocate disaster-prone communities to higher ground, outside of the flood zones they currently occupied.

Long-term planning and strategies may help prevent these types of situations by bringing everyone to the table and establishing a cooperative, coordinated process that defines a vision, establishes goals and objectives for recovery and includes the community in the decision making process. Depending on the size and scale of the disaster, it may take someone from outside the community to provide an objective view and focus on a broader picture.



E. THE ROLE OF COMMUNITY DEVELOPMENT AGENCIES FOLLOWING A DISASTER

Following a disaster there are many questions, issues and needs that arise. Many agencies and organizations participate in the response and recovery process. Each agency, including State CD Agencies, should ask some basic questions of its organization and staff to ensure it is prepared to respond. These questions include:

CAPACITY

What roles can a State CD Agency serve during the initial hours, days, or weeks following a disaster? In some cases, a State CD Agency may be asked to provide support to another State agency leading the response and recovery efforts within the State. In another instance, the Governor may direct a State CD Agency to be at the site of the disaster and participate in the response and recovery as a State resource. Another situation may be that the Governor designates the State CD Agency as the primary State agency responsible for coordinating State resources. Regardless of the situation, the State CD Agency should be prepared to respond to these situations and acknowledge the role it is capable of performing.

READINESS

What other agencies and organizations are involved in the Response and Recovery efforts? In some instances a State CD Agency may be identified in the State Emergency Response Plan. In such instances, make sure the State CD agency role is defined and clearly understood. There may be other situations when a State CD Agency has the resources, skills, or experience to play a significant role in both the response and recovery efforts. In either setting, it is important for a State CD agency to understand the process, the coordinating agency, the team of responders at the State level, and role the State CD agency will serve. It's necessary to coordinate directly with the local and State Emergency Response agencies to determine roles and expectations.

RESOURCES

What Resources can the State CD Agency bring to the table? These resources include, staffing, technical assistance and knowledge of funding programs. There are also other organizational or State-specific opportunities a State CD Agency may be able to provide. It is very important to identify these resources before a disaster occurs.

In a local, non-federally declared disaster, where the local government has the resources and capability to do recovery planning, a State CD Agency may provide local officials information about the resources that may be available and the procedures that should be followed to apply for these resources. A State CD Agency may also provide a coordination role among other State Agencies

At the other end of the spectrum, if the disaster affects multiple jurisdictions and planning/recovery capacity is strained locally and at the State level, the State CD Agency may work with FEMA, HUD and other Federal agencies to distribute resources and assistance to localities to support long term recovery. If there is a Federal ESF-14 technical assistance team working in the communities, the State CD Agency could provide direction to the teams on how the Federal resources (from FEMA, SBA, CDBG, EDA, etc.) could be allocated and utilized in the recovery process and provide information and guidance on the State's priorities. This will help in ensuring that the long term recovery plans developed by FEMA teams for localities provide adequate support data and coordinate with the State CD Agency's CDBG Action Plan.

There are a variety of roles that a State CD Agency may assume. The following table provides a checklist of questions that a State agency can work through. Answering these questions will help a State CD Agency determine the agency's role in disaster response and recovery.



STATE COMMUNITY DEVELOPMENT AGENCY - SELF ASSESSMENT TOOL

What Role Will A State Community Development Agency Play After a Disaster?

After a disaster, each State CD Agency should assess what role it can serve in the recovery process. Use this worksheet to help determine existing capacity within a State CD Agency and what resources may be applicable to assist a community with the recovery efforts.

CAPACITY Step 1 – Does the organization (State CD Agency) have the **ability** or **capacity** to manage the recovery?

Y N

<input type="checkbox"/>	<input type="checkbox"/>	Has the Agency (or staff) managed a disaster recovery project or program in the past?
<input type="checkbox"/>	<input type="checkbox"/>	Does the Agency (or staff) have the technical knowledge to manage the recovery effort?
<input type="checkbox"/>	<input type="checkbox"/>	Is it possible for the Agency and/or your staff to undertake the additional work of managing recovery, while continuing with an everyday workload?
<input type="checkbox"/>	<input type="checkbox"/>	Could the capacity within the Agency be increased through assistance from outside sources to help establish the recovery path?
<input type="checkbox"/>	<input type="checkbox"/>	Does the Agency have the ability to oversee additional or supplemental staff?
<input type="checkbox"/>	<input type="checkbox"/>	Is the Agency well-positioned and respected within the State government organization to effectively lead or organize a recovery operation?
<input type="checkbox"/>	<input type="checkbox"/>	Does the Agency have strong, well-defined working relationships with other State Agencies or Departments, including the Governor's office?
<input type="checkbox"/>	<input type="checkbox"/>	Is there a pre-existing system for State management of a recovery operation?
<input type="checkbox"/>	<input type="checkbox"/>	Is there a clear and well-defined understanding or organizational framework of how the Agency will act/serve within their defined authority so as to effectively organize or participate in the operations?

Answering, "yes" to 4-6 of the above questions, indicates the Agency has a moderate **ability** and **capacity** to manage recovery. Therefore, move on to Step 2. If the agency does not appear to have the ability or capacity, then the Agency should identify this issue to senior State Leadership.

READINESS Step 2 – Does your CD Agency organization have the **desire** and **readiness** to organize and manage recovery?

<input type="checkbox"/>	<input type="checkbox"/>	Is the Agency committed to managing recovery? – Keep in mind this could mean additional work for an extended period, on top of your existing job responsibilities.
<input type="checkbox"/>	<input type="checkbox"/>	Is the Agency willing to work with and manage multiple other organizations, including other government entities, nonprofit organizations and private partners?
<input type="checkbox"/>	<input type="checkbox"/>	Are there other State Agencies or organizations that are expressing the desire to coordinate recovery?

Answering "yes" to 2 of the above questions indicates a moderate **ability** or **desire** to manage recovery. Then continue to Step 3.

RESOURCES Step 3 – Does the State CD Agency have and understand the **resources** to organize and manage recovery?

<input type="checkbox"/>	<input type="checkbox"/>	Financial Resources
<input type="checkbox"/>	<input type="checkbox"/>	Is there a means of funding and dedicated staff to develop and manage the recovery?
<input type="checkbox"/>	<input type="checkbox"/>	What funding within the Agency and within the State government may be re-appropriated to handle any additional financial increases?
<input type="checkbox"/>	<input type="checkbox"/>	What funding within the Agency and within the State government is available to finance key recovery projects?
<input type="checkbox"/>	<input type="checkbox"/>	Staffing Resources
<input type="checkbox"/>	<input type="checkbox"/>	What is the estimate of the Agency staffing needs?
<input type="checkbox"/>	<input type="checkbox"/>	Within the Agency, what roles can each person or department assume?
<input type="checkbox"/>	<input type="checkbox"/>	How will the Agency identify, recruit and secure additional staff for the recovery process?
<input type="checkbox"/>	<input type="checkbox"/>	What is the estimate of the timeframe and duration of additional staff involved in the process (Weeks, Months, Years)?
<input type="checkbox"/>	<input type="checkbox"/>	Organizational Resources
<input type="checkbox"/>	<input type="checkbox"/>	What is the position of the CD Agency in relationship to other recovery organizations?
<input type="checkbox"/>	<input type="checkbox"/>	Is the political leadership supportive of the CD Agency's role in this recovery operation?

Answering "yes" to 4-6 of the above questions indicates a moderate amount of **resources** to manage recovery.

The answers above provide an idea about the role a State CD Agency may undertake in a recovery effort. Before making a final decision on your State CD Agency's role, here are some additional questions you should consider:

- How much time can my Agency, staff and I commit to this effort?
- What other Agencies or organizations may assist?
- How can we locate additional staff?

See **Module 4** for additional information about how your State CD Agency will perform once a role has been established and defined.